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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Programme budget for the biennium 2004-2005

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Comprehensive review on a strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations

Programme budget implications of draft resolution A/C.4/59/L.20

Statement submitted by the Secretary-General in accordance with rule 153 of the rules of procedure of the General Assembly

Addendum

Summary

The Secretary-General in his statement on the programme budget implications of draft resolution A/C.4/59/L.20 (A/C.5/59/28), outlined the budgetary implications and/or consequential changes in the proposed programme budget for the biennium 2004-2005 and the proposed programme budget for the biennium 2006-2007, as well as the budgets for the support account for peacekeeping operations, the United Nations Organization Mission in the Democratic Republic of the Congo, the United Nations Operation in Côte d'Ivoire, the United Nations Operation in Burundi, the United Nations Mission in Liberia, the United Nations Stabilization Mission in Haiti, the United Nations Mission in Sierra Leone, and the United Nations Mission in the Sudan for the period from 1 July 2005 to 30 June 2006.

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The budgetary implications contained in the statement of the Secretary-General were in relation to the Department for Peacekeeping Operations and the Department of Management.

The present addendum to the statement of the Secretary-General outlines the budgetary implications and/or consequential changes in the support account for peacekeeping operations for the period from 1 July 2005 to 30 June 2006 in relation to the Office of Internal Oversight Services.

I. Introduction

1. The Secretary-General, in his statement contained in document A/C.5/59/28, outlined the budgetary implications and/or consequential changes in the proposed programme budget for the biennium 2004-2005 and the proposed programme budget for the biennium 2006-2007, as well as budgets for the support account for peacekeeping operations, the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), the United Nations Operation in Côte d'Ivoire (UNOCI), the United Nations Operation in Burundi (ONUB), the United Nations Mission in Liberia (UNMIL), the United Nations Stabilization Mission in Haiti (MINUSTAH), the United Nations Mission in Sierra Leone (UNAMSIL) and the United Nations Mission in the Sudan (UNMIS) for the period from 1 July 2005 to 30 June 2006 arising from the implementation of the recommendations contained in paragraphs 10, 11, 24, 28, 40 (a), 40 (b) and 40 (c) of the report of the Special Committee on Peacekeeping (A/59/19/Add.1).

2. In paragraph 56 of A/C.5/59/28, the Secretary-General identified a number of recommendations for which the budgetary implications will be presented to the General Assembly after its fifty-ninth session. One of the recommendations relates to the proposal to establish a professional and independent investigative capacity with the necessary expertise, within the administrative authority of the United Nations, bearing in mind General Assembly resolution 59/287, to investigate allegations of sexual exploitation and abuse and other allegations of misconduct of a similar grave nature where complex investigative techniques are needed (A/59/19/Add.1, para. 30).

3. Following a review by the Office of Internal Oversight Services (OIOS) of its immediate requirement for the investigation of sexual exploitation and abuse cases arising from United Nations peacekeeping operations, a preliminary resource estimate was made to provide funding for this immediate requirement.

4. The present addendum to the statement submitted by the Secretary-General (A/C.5/59/28) outlines, for the Office of Internal Oversight Services, the budgetary implications and/or consequential changes in the support account budget for the period from 1 July 2005 to 30 June 2006 arising from the preliminary review of the implementation of the recommendations contained in paragraph 30 of the report of the Special Committee on Peacekeeping (A/59/19/Add.1).

5. The full budgetary implications of the implementation of the recommendation in paragraph 30 of the report of the Special Committee will be presented to the General Assembly after its fifty-ninth session.

II. Organizational issues

6. In paragraphs 30 and 31 of its report, the Special Committee on Peacekeeping Operations recommended the establishment of a professional and independent investigative capacity, with the necessary expertise, within the administrative authority of the United Nations, bearing in mind General Assembly resolution 59/287, to investigate allegations of sexual exploitation and abuse and other allegations of misconduct of a similar grave nature where complex investigative techniques are needed. In implementing the foregoing proposal, full consideration is

being given to the recommendations contained in the report of the adviser to the Secretary-General (A/59/710).

7. The General Assembly in its resolution 59/287, re-emphasized that OIOS is the internal body entrusted with investigation in the United Nations.

8. In order to implement the recommendations contained in paragraphs 30 and 31 of the report of the Special Committee, the Office of Internal Oversight Services would require a total of 93 positions.

9. The current total investigative capacity of OIOS reflects 36 posts (20 established and 16 temporary posts and 1 position funded under general temporary assistance located at the Investigations Division in New York, the Investigations Unit in Vienna, the Investigations Unit in Nairobi and the Investigations Unit in Arusha. Of these posts, 13, in the Investigations Unit in Vienna (1 P-5, 2 P-4, 3 P-3 and 2 General Service-(Other level)) and the Investigations Unit in Nairobi (2 P-4, 2 P-3 and 1 General Service-Local level), are funded from the support account for Peacekeeping Operations.

10. It is proposed to strengthen the investigative capacity of OIOS with an additional 57 positions. Of this number, 32 posts are proposed in the support account budget for peacekeeping operations for the period from 1 July 2005 to 30 June 2006. The present addendum outlines the budgetary implications of the request for additional 25 investigation personnel to be funded under general temporary assistance in the support account for peacekeeping operations for the period from 1 July 2005 to 30 June 2006.

11. Table 1 below provides the detailed requirements for the investigative capacity in OIOS.

Table 1

		*Funded from assessed contributions (regular budget and International Tribunals)**				
Grade	*Total requirement for OIOS*	*Regular budget*	*Extra-budgetary*	*Currently approved in the support account*	*Proposed in the 2005/06 support account budget*	*Additional resources*
D-2	1	1	—	—	—	—
D-1	1	—	—	—	1	—
P-5	3	2	—	1	—	—
P-4	18	6	2	4	4	2
P-3	45	5	1	5	14	20
P-2	—	—	—	—	—	—
GS(PL)	3	2	—	—	1	—
GS(OL)	7	3	—	2	—	2
GS(LL)	3	1	—	1	—	1
NGS	12	—	—	—	12	—
Total	93	20	3	13	32	25

* Excluding one General Assembly (Other level) post funded under general temporary assistance.

A. Staffing requirements currently funded under assessed contributions (regular budget and tribunals), by duty station

12. As reflected in table 1 above, OIOS currently has 23 posts funded through assessed contributions (regular budget and tribunals) and extrabudgetary resources, aside from the support account, for all investigations functions. The distribution of the 23 posts are reflected in the tables 2 and 3 below.

Table 2
Staffing funded from regular budget

Grade	*New York*	*Vienna*	*Nairobi*	*Total*
D-2	1	—	—	1
P-5	1	1	—	2
P-4	2	3	1	6
P-3	1	3	1	5
General Service (Principal level)	2	—	—	2
General Service (Other level)	2	1	—	3
General Service (Local level)	—	—	1	1
Total	**9**	**8**	**3**	**20**

Table 3
Staffing in the tribunals funded from assessed contributions

Grade	*Vienna*	*Arusha*	*Total*
P-4	1	1	2
P-3	—	1	1
Total	1	2	**3**

B. Staffing requirements currently funded under the support account for peacekeeping operations

13. OIOS has 13 posts for investigation purposes currently funded through the support account for peacekeeping operations as detailed in table 4 below.

Table 4

Grade	*New York*	*Vienna*	*Nairobi*	*Total*
P-5	—	1	—	1
P-4	—	2	2	4
P-3	—	3	2	5
General Service (Other level)	—	2	—	2
General Service (Local level)	—	—	1	1
Total	**—**	**8**	**5**	**13**

C. Posts included in the proposed support account budget for the period from 1 July 2005 to 30 June 2006 (A/59/730)

14. Table 5 below provides the details of posts proposed in the support account budget by duty station and peacekeeping mission, MINUSTAH, MONUC, ONUB and UNMIL.

Table 5

Grade	*New York*	*Nairobi*	*Vienna*	*MINUSTAH*	*MONUC*	*ONUB*	*UNMIL*	*Total*
D-1	—	—	1	—	—	—	—	1
P-4	—	—	—	1	1	1	1	4
P-3	2	—	—	3	3	3	3	14
General Service (Principal level)	—	—	1	—	—	—	—	1
National General Service	—	—	—	3	3	3	3	12
Total	**2**	**—**	**2**	**7**	**7**	**7**	**7**	**32**

15. In paragraph 24 of its report on the first year of experience of regional investigators in two hubs, Vienna and Nairobi (A/59/546), OIOS reported on 149 matters received during the period from July 2003 to June 2004. Although this number represents a reduction compared to the 226 matters received during the period from July 2002 to June 2003, it should be noted that the number of significant cases with a risk assessment profile of 100 points or more had increased to 33 per cent compared to 25 per cent in the previous period. The Office has also modified its yardstick for the number of person hours to complete an investigation case from 250 person-hours to 340 person-hours, based on the investigations undertaken by the regional investigators during the period from July 2003 to June 2004.

16. Between May and September 2004, OIOS conducted investigations into 72 allegations of sexual exploitation and abuse in the Bunia region of the Democratic Republic of Congo by United Nations peacekeepers serving with MONUC. In its

report on the investigation, OIOS reported that it had been able to compile 20 case reports out of the 72 allegations originally reported to MONUC.

17. In order to effectively address the investigation requirements in peacekeeping operations, OIOS has proposed the establishment of 32 posts to be funded under the support account budget for the period 2005/06 as follows:

(a) Resident Investigator teams in MONUC, UNMIL, MINUSTAH and ONUB: comprising 1 P-4 Team Leader and 3 P-3 Investigators, with 2 Translators and 1 Administrative Assistant to be recruited locally, in each of the four missions (total of 28 posts);

(b) Investigations Unit, Vienna: In addition to the existing resident investigator teams, the Office proposed to further strengthen the capacity of the Investigations Unit in Vienna through the creation of the two posts: (i) one D-1 post for the functions of Chief, Peacekeeping Service; and (ii) one GS-PL post for an Investigations Assistant;

(c) Investigations Division, New York: creation of 2 investigator posts (P-3) in New York to provide investigative support to cases being conducted at Headquarters and to assist resident investigators in MINUSTAH.

D. Estimated additional resources for the period from 1 July 2005 to 30 June 2006 required for the preliminary actions to implement paragraph 30 of the report of the Special Committee on Peacekeeping Operations

1. Staffing requirements

18. Based on its experience, as reported in document A/59/661, OIOS anticipates receiving approximately 100 cases of sexual exploitation and abuse and about 50 cases of other misconduct from each of the missions, including UNMIL, MONUC, UNOCI, MINUSTAH, UNMIS and ONUB. OIOS estimated that by 1 July 2005 it would have a caseload of 900 cases per year. OIOS estimates that 300 of the projected 900 cases would be significant. Furthermore, the average time required by one investigator to complete an average case is 342 hours. With 1,800 hours per annum that one investigator can provide for investigative capacity, OIOS estimates that a total of 57 investigators would be required to handle the 300 significant cases anticipated from the six largest missions. OIOS is also proposing additional resources to bolster current resources in the regional hubs in order to ensure that those areas with the biggest risk receive adequate resources for immediate attention.

19. In addition to the investigative capacity currently approved in OIOS and the proposal included in the proposed budget for the support account for peacekeeping operations (A/59/730), the Office would require an additional 25 investigators. The additional 25 investigators would be funded under general temporary assistance. This will ensure that OIOS has the required resources to immediately deal with the cases received thus far while the office evaluates its long-term post and grade level requirements.

20. The 25 additional investigative personnel are detailed in table 6 below.

Table 6

Grade	*New York*	*Nairobi*	*Vienna*	*MINUSTAH*	*MONUC*	*ONUB*	*UNMIL*	*UNOCI*	*UNMIS*	*Total*
P-4	—	—	—	—	—	—	—	1	1	2
P-3	—	4	4	1	1	1	1	4	4	20
General Service (Other level)	1	—	1	—	—	—	—	—	—	2
General Service (Local level)	—	1	—	—	—	—	—	—	—	1
Total	**1**	**5**	**5**	**1**	**1**	**1**	**1**	**5**	**5**	**25**

Capacity in New York, Nairobi and Vienna

21. In the Investigations Division in New York, one Information Assistant (General Service (Other level)) is requested to serve as the focal point with the Department of Peacekeeping Operations for the receipt of allegations, the onward handling of those allegations either by OIOS or trained managers and the final disposition of cases either through the internal disciplinary process or by national criminal or military authorities. The incumbent will ensure that statistical and case-related information on matters concerning sexual exploitation and abuse can be compiled in a timely fashion and provided to the Department of Peacekeeping Operations and senior management in the United Nations Secretariat when needed. The location of the post in New York will ensure simple and clear lines of communications with the management of the Department of Peacekeeping Operations in New York.

22. In the Investigative Unit in Nairobi, the Office is proposing 4 Investigators (P-3) and one Investigative Assistant (General Service (Local level)).

23. In the Investigative Unit in Vienna, the Office is proposing 4 Investigators (P-3) and one Investigative Assistant (General Service (Other level)).

24. The proposed additional resources for Vienna and Nairobi would ensure that the remaining peacekeeping missions receive regular visits by OIOS investigators for the handling of all serious matters. The regional hubs would have the capacity to better manage large, complex matters under the guidance of two teams headed by a P-4 and three P-3s compared to the existing teams of one P-4 and one P-3, which are limited in their ability to conduct investigations of serious importance and to cover the remaining peacekeeping missions aside from the six identified in paragraph 18 above. Vienna is the central point for coordination and management of all peacekeeping-related investigations, and for that reason there is a difference in the overall level of resources between Vienna and Nairobi.

Capacity in peacekeeping missions

25. OIOS proposes the establishment of resident investigator teams comprising 1 P-4 Team Leader and 4 P-3 Investigators in UNOCI and UNMIS. In addition to these teams, the office proposes the strengthening of the investigation capacity by adding one P-3 Investigator to each of the teams in MINUSTAH, MONUC, ONUB and UNMIL.

26. This additional capacity will allow OIOS to have resident investigator teams comprising 1 P-4 and 4 P-3, which could undertake all category I cases (as defined in A/58/708) that are classified as high-risk, complex matters and serious criminal cases, including sexual exploitation and abuse. These cases will not include large task force type cases similar to the ones being handled by the International Task Force in Kosovo. This structure is also able to compensate for lack of staff owing to absences, particularly on annual leave, in the teams.

Investigation and Personnel Conduct Units

27. OIOS and the Department of Peacekeeping Operations are currently discussing the operation of proposed Personnel Conduct Units in a number of peacekeeping operations. Although final protocols for information-sharing and other activities are yet to be resolved, progress on this subject has been made. OIOS sees the Personnel Conduct Units as having a vital role to play in the prevention of sexual exploitation and abuse through the application of preventive measures and the mounting of a strong public information campaign. The coordination and combination of preventive measures with enforcement measures through investigation will ensure progress towards the implementation of recommendations contained in the report of the Special Committee on Peacekeeping Operations (A/59/19/Add.1).

2. Resource requirements

(In thousands of United States dollars)

Category	*Total requirement*	*Proposed in the support account budget for 2005/06*	*Additional amount requested*
I. Non Posts resources			
General temporary assistance	3 952.8	31.2	3 921.6
Facilities and infrastructure	590.1	279.8	310.3
Communications	39.4	22.9	16.5
Information technology	72.0	34.6	37.4
Subtotal, category I	**4 654.3**	**368.5**	**4 285.8**
Gross requirements, category I	**4 654.3**	**368.5**	**4 285.8**
II. Staff assessment income	405.2	4.9	400.3
Net requirements, categories I-II	**4 249.1**	**363.6**	**3 885.5**

	Requirement	*Proposed in budget*	*Balance*
General temporary assistance	$3 952.8	$31.2	$3 921.6

28. The amount of $3,921,600 provides for general temporary assistance, common staff costs, staff assessment and mission subsistence allowance, when applicable, for the 25 additional positions. In the case of positions located in the peacekeeping missions, mission specific salary and common staff cost percentage were applied to the estimates.

	Requirement	*Proposed in budget*	*Balance*
Facilities and infrastructure	$590.1	$279.8	$310.3

29. The provision of $310,300 is requested for:

(a) The rental of premises and accommodations in New York ($21,000), Nairobi ($111,200) and Vienna ($111,200), based on standard costs;

(b) Rental of office equipment for the additional staff in New York ($100), Vienna ($500) and Nairobi ($500), based on standard costs;

(c) Office supplies for the additional staff in New York ($100), Vienna ($500) and Nairobi ($500), based on standard costs;

(d) Furniture for the additional staff in New York ($7,300), Vienna ($28,700) and Nairobi ($28,700), based on standard costs.

30. The accommodation for the additional staff located in peacekeeping missions will be provided by the missions.

	Requirement	*Proposed in budget*	*Balance*
Communications	$39.4	$22.9	$16.5

31. The amount of $16,500 provides for the commercial communications ($14,300) based on past performance at OIOS and communications equipment ($2,200) based on standard costs, for additional staff in New York, Nairobi and Vienna.

32. The communication requirements for the additional staff located in the peacekeeping missions will be provided by the missions.

	Requirement	*Proposed in budget*	*Balance*
Information technology	$72.0	$34.6	$37.4

33. Provision of $37,400 is requested for one desktop computer and one printer for each additional staff member located in New York, Vienna and Nairobi ($24,200) and for the maintenance of information technology equipment ($13,200), based on standard costs.

34. The information technology requirements for the resident investigators will be provided by the peacekeeping missions.

3. Conclusions and recommendations

35. The preliminary steps towards the implementation of the recommendation contained in paragraph 30 of the report of the Special Committee on Peacekeeping Operations (A/59/19/Add.1) will require new posts in the support account budget report for the financial period 2005/06 (A/59/730) as well as the additional requirements for general temporary assistance as reflected in paragraph 19 above.

36. **Accordingly, should the General Assembly adopt draft resolution A/C.4/59/L.20, the budgetary implications would be as follows:**

(a) An additional requirement of $3,921,600 under general temporary assistance for the 25 positions in New York, Vienna, Nairobi and in the peacekeeping missions MONUC, MINUSTAH, UNMIL, ONUB, UNOCI and UNMIS, to be included in requirements for OIOS in the support account for the period 2005/06;

(b) An additional amount of $310,300 under facilities and infrastructure, to be included in requirements for OIOS in the support account for the period 2005/06;

(c) An additional amount of $16,500 under communications, to be included in requirements for OIOS in the support account for the period 2005/06;

(d) An additional amount of $37,400 under information technology, to be included in requirements for OIOS in the support account for the period 2005/06.